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FOR ACTION

RECOMMENDATION FOR FUNDING FOR A SHORT-DURATION COUNTRY PROGRAMME**

Rwanda

SUMMARY

The present document contains a recommendation for funding from general resources and supplementary funds for the country programme of Rwanda with a duration of three years to support activities that will lead to the preparation of a full-length country programme. The Executive Director recommends that the Executive Board approve the amount of $4,860,000 from general resources, subject to the availability of funds, and $31,140,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1998 to 2000.

* E/ICEF/1997/20.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1996. They will be contained in the "Summary of 1997 recommendations for general resources and supplementary funding programmes" (E/ICEF/1997/P/L.18).

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BASIC DATA
(1995 unless otherwise stated)

Child population (millions, 0-18 years)	2.8
U5MR (per 1,000 live births)	139
IMR (per 1,000 live births)	80
Underweight (% moderate and severe) (1992)	29
Maternal mortality rate (per 100,000 live births) (1990)	1 300
Literacy (% male/female)	70/52
Primary school enrolment (% net, male/female) (1992)	61/61
Primary school children reaching grade 5 (%) (1991)	60
Access to safe water (%)	..
Access to health services (%) (1992)	80
GNP per capita	$180
One-year-olds fully immunized against:	
tuberculosis:	86 per cent
diphtheria/pertussis/tetanus:	57 per cent
measles:	50 per cent
poliomyelitis:	57 per cent
Pregnant women immunized against:	
tetanus:	88 per cent

THE SITUATION OF CHILDREN AND WOMEN

1. Three years after the end of the genocide and civil war, which marked a watershed in Rwanda's recent history of ethnic and political tensions, the country is emerging progressively from a period of emergency and moving towards rehabilitation and development. Although Rwanda has ratified the Convention on the Rights of the Child and the Convention on the Elimination of all Forms of Discrimination against Women, the rights of children and women were grossly violated during the events of 1994. An estimated 300,000 children were killed between April and July 1994 out of a total of up to 800,000 persons. At least 55 per cent of Rwanda's pre-war population of 7.5 million were either killed or injured, displaced or became refugees in neighbouring countries. Virtually all children were exposed to unprecedented levels of violence and resulting trauma. Up to 120,000 children either lost their parents or became separated from them, while others joined the military or found themselves living or working on the streets. Girls and women were systemically raped, leading to severe trauma, unwanted pregnancies and exposure to HIV/AIDS. Health centres, schools and water systems were looted or destroyed, and skilled personnel were decimated.

2. To date, children's and women's rights are not yet fully respected. As of January 1997, 2,641 children were detained for allegedly having participated in the genocide. An estimated 200,000 children are living with foster families. They sometimes are faced with abuse while others are victims of violence based on ethnicity. Women continue to face legal discriminations in labour, inheritance laws, and customary law.

3. Rwanda's social indicators, which used to be above sub-Saharan African averages, have slipped in the last 10 years as a result of slower economic growth and continued demographic pressure on available resources. With an estimated population of 7.6 million in 1997 growing at a rate of 3 per cent per

year, Rwanda is the most densely populated country in Africa. The population living below the poverty line is estimated to have risen from 40 per cent in 1985 to 53 per cent in 1992, and this has probably deteriorated further since the war. Malaria, acute respiratory infections and diarrhoeal diseases are the main direct causes of child mortality. Analysis of underlying causes indicates a poor utilization of health services in rural areas and a shortage of qualified personnel and equipment. By the end of 1993, HIV seroprevalence was 1 per cent in rural areas and 37.5 per cent in certain urban areas. Due to massive population movements, the large number of rapes during the war, detention conditions in overcrowded prisons and a reported increase in unsafe sexual practices, a worsening of the HIV epidemiological profile is expected. Life expectancy at birth declined from 49.5 years in 1991 to 47.2 in 1996.

4. Against this background, progress has been made since 1994 in relaunching the economy and rehabilitating social services. The gross national product per capita, which had declined to $80 in 1994, is estimated to have rebounded to $180 in 1996. Over the last three years, Rwanda has benefited from substantial support from the international community, with cumulative disbursements reaching $1.1 billion in 1995. However, because of its narrowly based economy and budgetary constraints, Rwanda will continue to be largely dependent on donor assistance in the medium term. Other fundamental structural problems, including high fertility and pressure on agricultural land, remain largely unresolved.

PROGRAMME COOPERATION, 1993-1997

5. In April 1994, the 1993-1997 programme of cooperation was interrupted by the onset of fighting. Fourteen UNICEF staff members were killed and others were either evacuated or relocated and all programme activities were suspended.

6. Since mid-1994, UNICEF has assisted in the reconstruction, rehabilitation, repatriation and reconciliation in Rwanda. During this period, over $100 million in supplementary funds were raised from some 60 donors. Activities were implemented in collaboration with 80 partners - national and international non-governmental organizations (NGOs), United Nations agencies and government ministries. From April to June 1994, UNICEF maintained a core emergency team in Kigali to distribute airlifted relief supplies in the city and its environs. UNICEF also established bases in key locations in neighbouring countries to provide assistance to refugees across the border. Because the old UNICEF office in Kigali had been mined and looted, a new office was opened in July 1994, and as soon as security allowed, full-scale emergency operations got under way. In close collaboration with the United Nations Assistance Mission to Rwanda, the Office of the United Nations High Commissioner for Refugees and NGO partners, UNICEF assisted affected populations both within Rwanda and in the refugee areas of the Democratic Republic of the Congo, the United Republic of Tanzania and Uganda.

7. From April 1994 to mid-1995, the UNICEF programme focused on emergency activities. UNICEF assisted in restoring electricity and water supplies to 85 per cent of the urban population and in providing water and sanitation services to internally displaced persons and refugees. UNICEF also helped to re-establish immunization services and vitamin A supplementation and started the rehabilitation of 50 health centres. UNICEF and the United Nations Educational, Scientific and Cultural Organization distributed 9,000 "schools-in-a-box" (Teacher Emergency Package) to reach 720,000 primary school children and supported the training of 7,500 teachers. Seeds and tools were provided to returning refugees and host communities. Support also was provided for 95,000 unaccompanied children. Family identification, tracing and reunification were initiated in collaboration with the International Committee of the Red Cross and NGO partners.

8. From mid-1995 onwards, the programme was diversified from mainly service delivery to include training and building management capacity in Government and empowerment of communities. Tracing unaccompanied children improved and family reunifications increased to over 20,000. A National Trauma Programme was launched with UNICEF support, enabling 100,000 children to be assisted through community-level social workers. Three thousand child soldiers were demobilized and assistance was provided to 2,000 children in detention. UNICEF also supported policy development for nutrition and community-based water and environmental sanitation as well as preparatory work for a legal revision of inheritance law for women and children. Support was given to income-generating projects started for women's and survivors' associations. UNICEF assisted in the repatriation of over 1.2 million Rwandan refugees from the Democratic Republic of the Congo and the United Republic of Tanzania. The priority of UNICEF was to prevent the separation of children from their families.

Lessons learned

9. Regional instability has necessitated emergency activities over medium- and long-term planning. Short-term strategies to respond to urgent needs took precedence over sustainability and community development. Security problems slowed down project implementation in certain areas. The loss of institutional memory and the lack of skilled staff within Government have weakened the execution and supervision of activities. Government coordination at the central level sometimes has been weakened by overlapping ministerial mandates. The lack of post-war baseline data has made detailed planning difficult.

10. As the complex emergency situation diminishes, several opportunities for programme improvement have been identified: (a) placing programmes in the legal and moral framework of the two Conventions at an early stage; (b) accompanying essentially service delivery-oriented, relatively costly relief activities by medium-term planning for the rehabilitation of cost-effective, sustainable basic services and other systems; (c) setting targets and objectives that are realistic and achievable by those required to reach them; (d) continuing technical and managerial capacity-building at all levels to ensure effective national programme planning, implementation and coordination; (e) involving communities in project activities from their inception to ensure sustainability, while protecting them from conflicting demands and responsibilities; and (f) improving the database for monitoring progress and for social planning.

RECOMMENDED PROGRAMME COOPERATION, 1998-2000

Estimated annual expenditure

(In thousands of United States dollars)

	1998	1999	2000	Total
General resources				
Child protection	150	150	150	450
Health	250	250	250	750
Nutrition	150	150	150	450
Water and environmental sanitation	100	100	100	300
Education	220	220	220	660
Monitoring and advocacy	400	400	400	1 200
Cross-sectoral costs	350	350	350	1 050
Subtotal	1 620	1 620	1 620	4 860

Supplementary funding	1998	1999	2000	Total
Child protection	2 850	2 450	1 750	7 050
Health	2 550	2 100	1 600	6 250
Nutrition	1 050	850	650	2 550
Water and environmental sanitation	2 100	1 600	1 000	4 700
Education	2 200	2 000	2 140	6 340
Monitoring and advocacy	250	250	250	750
Cross-sectoral costs	1 380	1 130	990	3 500
Subtotal	12 380	10 380	8 380	31 140
Total	14 000	12 000	10 000	36 000

Programme preparation process

11. Due to the sudden and massive repatriation of Rwandan refugees in late 1996 and early 1997, programme preparation had to be compressed into a short period. Although no comprehensive situation analysis was conducted, an internal programme evaluation process was undertaken, with Government in programme formulation. A strategy meeting was held in March 1997 among Government, United Nations agencies, NGO partners and UNICEF. An interministerial committee will review and endorse the MPO before it is signed in late 1997.

Programme objectives and strategies

12. Within the Government's medium-term social policies, the overall goal of the proposed three-year programme is to contribute to the implementation of the two Conventions as frameworks for social reconstruction and development. The programme will aim specifically at: (a) addressing the special protection needs of children; (b) providing basic services to children and other vulnerable groups; and (c) advocating for and monitoring implementation of the two Conventions. The programme will also provide the basis for updating the National Plan of Action for Children.

13. These objectives will be achieved through several cross-cutting strategies: (a) increased support to strengthening management capacity at local level and supervisory capacity at regional level; (b) strengthening the ability of communities to assess, analyse and take actions to improve the sustainability of social services and to institute behavioural change in health, nutrition, hygiene and environmental protection; and (c) more widespread monitoring and evaluation of the implementation of the two Conventions as an information resource for advocacy, planning and management of social reconstruction. The instability that has shaken Rwanda and the Great Lakes Region as a whole requires that all programming exercises maintain some degree of flexibility. Therefore, contingency plans will provide for any new movement of populations which may occur during the programme period.

Child protection

14. This programme will be implemented mainly through the Ministry of Gender, Family and Social Affairs, the Ministry of Justice and NGO partners. It will promote the fulfilment of the rights of all children to protection using a three-pronged approach to (a) support the formulation of policies, laws and guidelines to provide overall protection for all children; (b) establish mechanisms to expand the provision of social services to children in need of

special protection and more specifically to 6,000 street children and working children, 2,641 children in detention, 3,000 demobilized child soldiers, 450 children in re-education centres, 8,000 children in centres and children who are physically and mentally disadvantaged; (c) help child- and female-headed households to improve the care and protection of their dependents through the provision of basic services, life skills training and building capacity of social welfare committees.

Health

15. This programme will aim to deliver an integrated package of services which will contribute to the reduction of morbidity and mortality of under-five children and women of child-bearing age. It will implemented mainly through the Ministry of Health and will comprise three projects which aim to: (a) in line with the Bamako Initiative, strengthen the national health system through the nationwide development of standardized management systems at district level, and support targeted interventions in five health districts in the areas of health management, rehabilitation and re-equipment, and essential obstetric care to reach approximately 15 per cent of the total population; (b) pending full national implementation of the Bamako Initiative, the programme will support disease prevention and control activities through the provision of drugs, vaccines and equipment; and (c) support health promotion through the training of health animators, strengthening health committees and supporting HIV/AIDS prevention activities for youth.

Nutrition

16. The programme will help to reduce protein-energy malnutrition and micronutrient (vitamin A, iodine and iron) deficiencies in under-five children and in pregnant and lactating women. Emphasis will be placed on the most vulnerable groups - children below age 36 months and pregnant and lactating women. Community-based growth monitoring and promotion will be carried out in the five pilot health districts, thus providing complementarity with the health programme. Activities for the prevention and control of micronutrient deficiencies will be implemented nationwide. Vitamin A and iron supplements will be distributed selectively at health centres. As the consumption of iodized salt has already attained 95 per cent coverage, universal consumption will be achieved through advocacy and social mobilization. The consumption of locally-produced foodstuffs that are rich in micronutrients will also be encouraged. The Ministries of Health, Agriculture and Gender, Family and Social Affairs and selected NGOs will be the main implementing agencies.

Water and environmental sanitation

17. The programme will continue to contribute to child survival by providing improved access to safe water, hygiene and environmental sanitation, especially in the rural sector. The strategy is to assist communities to install, manage and maintain these facilities. At the national level, policy development, advocacy, intensive information/education/communication activities, social mobilization, research, and the development of appropriate technologies and capacity-building will be supported. At the local level, in 66 selected communes, tools and systems will be developed and used to strengthen community participation and leadership. This project will reach 1 million beneficiaries directly (including 400,000 primary school students). Three million persons will benefit indirectly from the project through improved management of the sector. The Ministry of Public Works and Energy, prefectoral and communal authorities and NGOs will be the main implementing partners.

Education

18. The programme will contribute to child development by providing basic education for all children and improving the quality of schooling. The programme will support primary school education at the national level through teacher training; the development, production and distribution of teaching materials; revision of textbooks and teachers' guides; and a baseline survey on parental/caregiver involvement in education. The programme also will support basic education for illiterate and semi-literate out-of-school youth to facilitate their becoming part of the mainstream in the formal education system. The project for out-of-school youth is expected to be completed over a period of eight years to coincide with the Government goal of achieving universal primary education by 2005. The programme will be implemented through the Ministry of Education and the Ministry of Youth, Sport and Vocational Training.

Monitoring and advocacy

19. Using the two Conventions as the legal and programmatic framework for social reconstruction, this cross-cutting programme will establish in the Ministry of Finance and Economic Planning a permanent system of monitoring of indicators on the survival, development, protection and participation of children as well as on the elimination of discrimination against women. This system will help the Government to fulfil its obligation to report on the implementation of the two Conventions and to review and revise existing laws in respect of children and women. The system also will provide the necessary data and analysis to advocate for better implementation of the two Conventions. The programme will encourage child participation as a cross-cutting strategy for all programmes. "Sara", the regional communication initiative on respect for the rights of the girl, will be employed to spread positive attitudes and revitalize community participation in support of social reconstruction and gender responsive development.

Coordination with partners

20. This programme has been developed within the framework of programme collaboration of United Nations agencies in Rwanda, especially through the Joint Consultative Group on Policy (JCGP). A Common Country Assessment was produced by the JCGP agencies in late 1996 as a first step towards the harmonization of the country programme cycles of various agencies. The Ministry of Finance and Economic Planning, as the national body responsible for coordination of external assistance, will provide general oversight of the programme. The Ministry of Gender, Family and Social Affairs will ensure the technical coordination of the other major line ministries responsible for policy issues and implementation. UNICEF will continue to work closely with national and international NGOs and will enhance its relationship with civil society.

Programme management

21. A country programme management plan has been developed to support programme implementation. It incorporates a multisectoral monitoring and evaluation plan and cluster surveys. In post-emergency Rwanda, pending the further development of national capacity in programme implementation, UNICEF will need to provide cross-sectoral support for programme management and administration. This will include international and local staff costs, logistics, warehousing, equipment, security and communications costs. It is planned that these costs will be reduced gradually over the duration of the programme. A strategy for raising supplementary funding has been prepared, taking into account the expected trends in external assistance to Rwanda.

TABLE

LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : RWANDA
PROGRAMME : 1998-2000

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSP	NSP	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES :																	
CHILD PROTECTION	450,000			450,000	0	0	0	0	0	0	0	0	0	0	0	0	0
HEALTH	750,000			750,000	0	0	0	1	0	0	1	1	1	3	453,996	118,736	572,732
NUTRITION	450,000			450,000	0	0	0	0	0	0	0	1	0	1	0	76,956	76,956
WATER & ENVIRONMENTAL SANITATION	300,000			300,000	0	0	0	0	0	0	0	1	0	1	0	85,733	85,733
EDUCATION	660,000			660,000	0	0	0	0	0	0	0	1	1	2	0	118,736	118,736
MONITORING & ADVOCACY	1,200,000			1,200,000	0	0	0	1	0	0	2	1	1	4	453,996	126,989	580,985
CROSS-SECTORAL COSTS	1,050,000			1,050,000	0	0	0	0	1	0	1	1	10	12	383,978	552,876	936,854
TOTAL GR	4,860,000			4,860,000	0	0	0	2	1	0	4	6	13	23	1,291,970	1,080,026	2,371,996
SUPPLEMENTARY FUNDING : c/																	
CHILD PROTECTION		0	7,050,000	7,050,000	0	0	0	1	1	0	2	2	2	6	837,974	257,875	1,095,849
HEALTH		0	6,250,000	6,250,000	0	0	0	0	0	0	0	1	1	2	0	139,139	139,139
NUTRITION		0	2,550,000	2,550,000	0	0	0	1	0	0	2	0	0	2	453,996	0	453,996
WATER & ENVIRONMENTAL SANITATION		0	4,700,000	4,700,000	0	0	0	1	0	0	1	2	1	4	453,996	186,915	640,911
EDUCATION		0	6,340,000	6,340,000	0	0	0	1	0	0	1	1	1	3	453,996	150,197	604,193
MONITORING & ADVOCACY		0	750,000	750,000	0	0	0	0	0	0	0	1	1	2	248,361	109,959	358,320
CROSS-SECTORAL COSTS		0	3,500,000	3,500,000	0	0	0	1	1	0	2	1	11	14	958,491	435,904	1,394,395
TOTAL SF		0	31,140,000	31,140,000	0	0	0	5	2	0	8	8	17	33	3,406,814	1,279,989	4,686,803
TOTAL GR & SF	4,860,000	0	31,140,000	36,000,000	0	0	0	7	3	0	12	14	30	56	4,698,784	2,360,015	7,058,799
SUPPORT BUDGET			Operating costs	1,152,263													
			Staffing		0	0	1	2	0	0	3	2	5	10	1,470,319	467,607	1,937,926
GRAND TOTAL (GR + SF + SB)					0	0	1	9	3	0	15	16	35	66	6,169,103	2,827,622	8,996,725
	Number of posts and staff costs:																
	Current programme cycle										26	13	41	80			
	At the end of proposed programme cycle (indicative only)										15	16	35	66	6,169,103	2,827,622	8,996,725

GR = general resources.
SF = supplementary funding.
FSP = funded supplementary funding.
NSP = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
SB = support budget.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Excludes temporary assistance and overtime.
c/ There are supplementary funds under Emergency Programmes which are not included in the table